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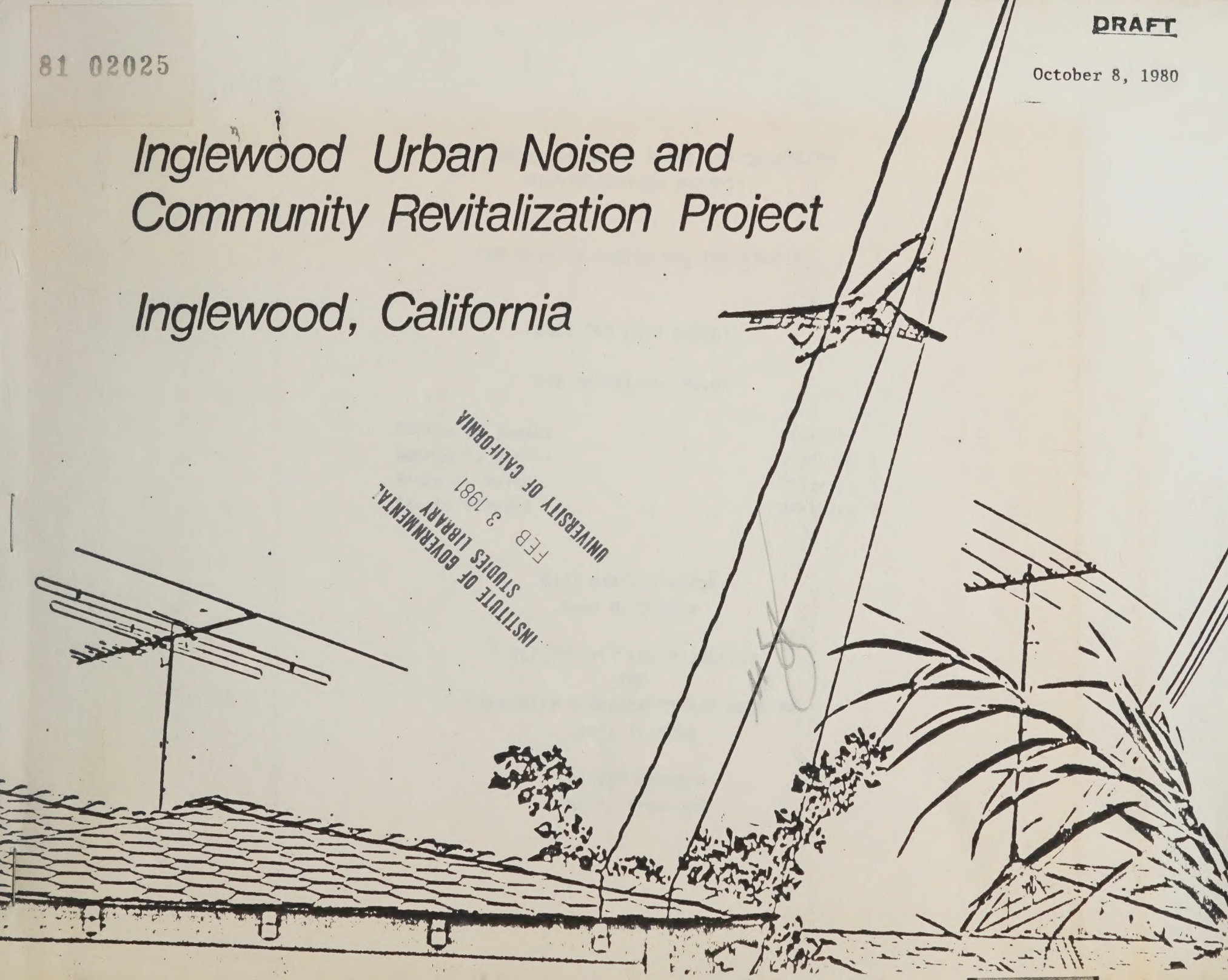
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October 8, 1980

Inglewood Urban Noise and Community Revitalization Project

Inglewood, California

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THE INGLEWOOD URBAN NOISE AND COMMUNITY
REVITALIZATION PROJECT

THE CITY OF INGLEWOOD, CALIFORNIA

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Paul D. Eckles

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FOR

COMMUNITY DEVELOPMENT AND HOUSING

Lewis V. Pond

PROJECT MANAGER

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THE INGLEWOOD URBAN NOISE AND COMMUNITY REVITALIZATION PROJECT


INTRODUCTION

In accordance with the President's 1979 Urban Noise Program and the Federal Interagency Committee on Urban Noise, the Inglewood Urban Noise and Community Revitalization Project proposes a comprehensive program to deal with ~~serious~~ the serious noise problem in Inglewood caused by jet noise from aircraft landing at Los Angeles International Airport. The project will involve major efforts to recycle land to noise compatible uses, provide relocation assistance to the affected population, and provide economic vitality to an otherwise economically and socially depressed area. The magnitude of the project will require the complete cooperation of the federal government, the California state government, Los Angeles County and City governments, the local municipal government, Inglewood, California and the private sector. The completed project will demonstrate that the federal government, in conjunction with state and local agencies and the private sector, can effectively deal with urban blight caused by noise and produce a more livable and economically vital urban environment.

BACKGROUND

Inglewood, California is a Los Angeles area inner-city community located midway between downtown Los Angeles and the Los Angeles International Airport. The city is bordered by the cities of Los Angeles, Hawthorne and several unincorporated county areas. Inglewood has a population of 97,000 and a land area of 8.5 square miles. Portions of the City are seriously affected by jet noise from airplanes landing at Los Angeles International Airport. The areas most critically affected are directly under the landing approach of the two southerly runways.

The area has seriously deteriorated since the jet noise created a totally incompatible residential living environment. Approximately 400 jet aircraft pass overhead at 1000 feet or less on their direct landing approach each day in the 75 Ldn contour area. The remainder of Inglewood which is not as seriously affected by jet noise is a stable community that is presently experiencing substantial new development as well as the improvement of existing land uses.



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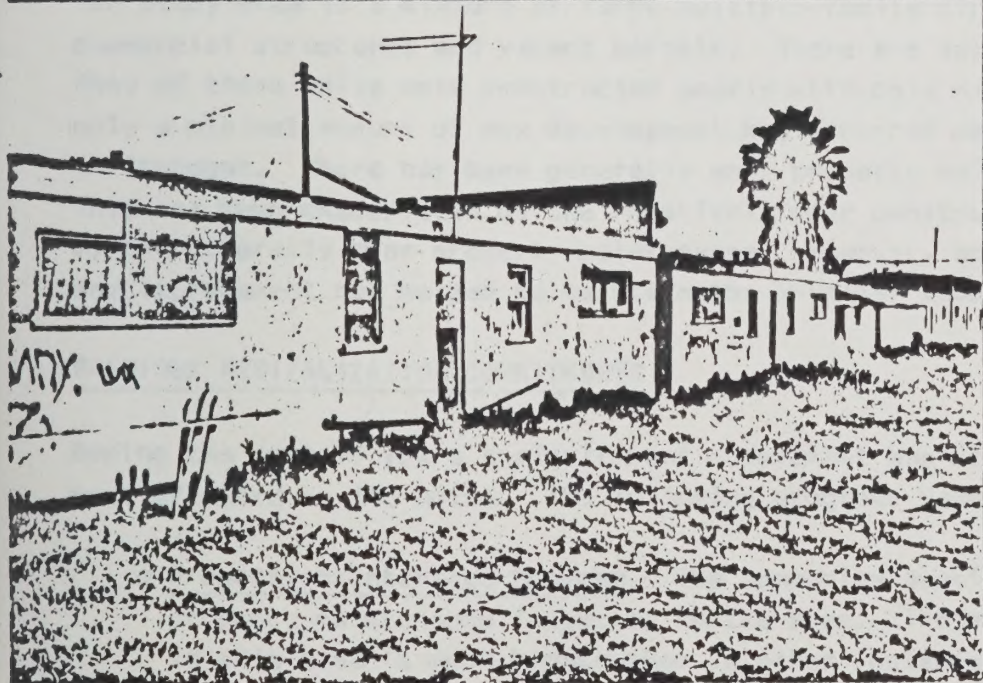
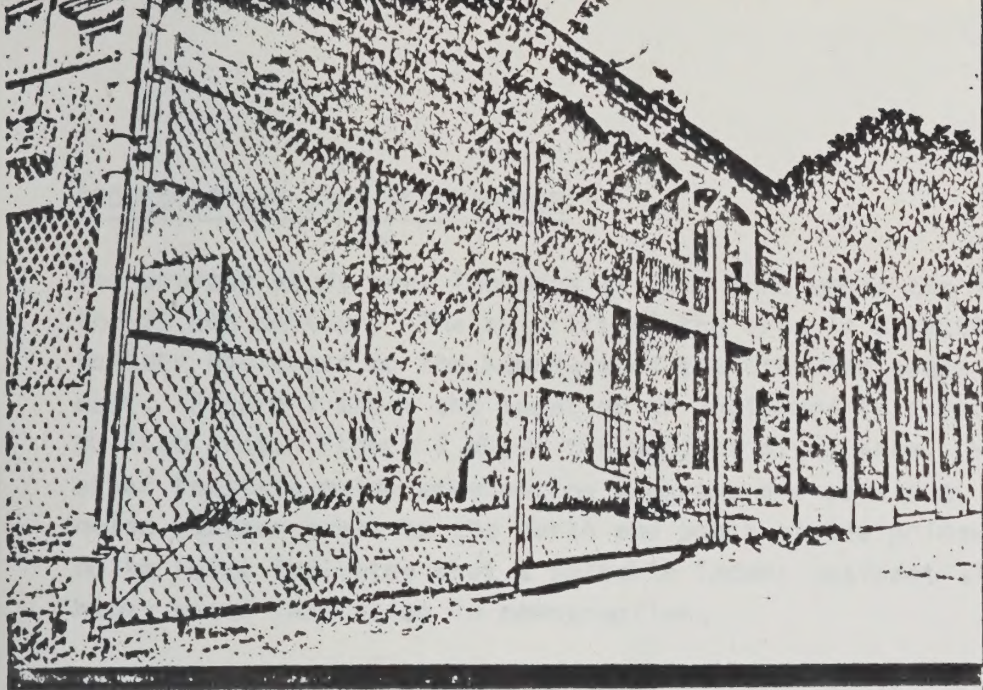


Figure 1. Urban blight caused by 20 years of exposure to extreme jet noise has passed beyond the stage of simple neglect to serious physical deterioration of residential units. Although some operational changes to reduce noise levels are possible, the City expects this area to be exposed to unacceptable levels of noise for the foreseeable future, and sees conversion to uses compatible with aircraft noise to be the only feasible solution to the noise problem.

PROJECT STUDY AREA DESCRIPTION

The project study area includes all the land under the jurisdiction of the City of Inglewood which is in the 75 Ldn contour. The majority of the area is directly south of Century Boulevard, extending along Century Boulevard to the boundary of the City and south to 105th Street and to Crenshaw Boulevard on the east. Figure 1 shows the location of Inglewood in relation to the airport and the Los Angeles metropolitan area. Figure 2 shows the project study area. Where targets of opportunity for development or other feasible noise attenuation programs are possible, the project will extend into the adjacent 65 Ldn noise contour areas to the north and south of the primary study area. The interpretation of the 75 Ldn noise level indicates that a suitable indoor residential living environment cannot be attained even with heavy sound insulation in construction.

The study area is a mixture of large multiple-family structures, duplexes, single-family units, strip commercial structures and vacant parcels. There are approximately 2500 housing units in the study area. Many of these units were constructed poorly with only minimal development standards. Since the 1960s, only a minimal amount of new development has occurred because of the increasingly negative noise environment. There has been generally poor property maintenance as a result of the jet noise problem. This has been exacerbated by the relatively poor construction quality of many of the multiple units and by the generally poor property maintenance. However, an extensive City program of property maintenance and improvement has helped to maintain the physical stock.

PREVIOUS REVITALIZATION COMMITMENTS

During the past 10 years a significant commitment has been made by the City to try to improve the area most affected by jet noise. The following programs have been undertaken:

- o Property Maintenance Program. The Community Development and Housing Department maintains a property maintenance inspector in the area. The number of property maintenance citations issued in this area is much higher than in other Inglewood neighborhoods with a majority of the citations occurring in the area north of 104th Street. In the area, the number of violation compliances has been much less than in other areas.



Figure 2. Location of the City of Inglewood and the Inglewood Urban Noise and Community Revitalization Project area in the Los Angeles region. Although Los Angeles International Airport is owned and operated by the City of Los Angeles, most noise impact falls in other jurisdictions. The City of Inglewood is indicated in dark shading, with the project area in black.

- o Abandoned Housing Program. Approximately 50 properties have been rehabilitated in the study area through the City's Abandoned Housing Program. This area contains nearly half of all the houses in the entire City that have required rehabilitation under this program. The large number of abandoned houses greatly contributed to neighborhood deterioration in the mid-seventies and continues to a lesser degree today.
- o Capital Improvements Projects. The City has invested over \$1.8 million in public improvements in the study area from Community Development funds and other sources. Activities have included storm drain installation, curb, gutter and sidewalk repair, neighborhood identification signs, slurry sealing of all streets and planting of parkway trees.
- o Police and Fire Services. The study area represents less than 3% of the City's population and 2% of the City's land area. The area demands 12.5% of all fire services, a disproportionate amount when compared to citywide services. The area is contained within six police department reporting districts out of 37 reporting districts in the City. The three districts primarily in the study area rank 1, 3 and 4 in all categories of crime and 2, 4 and 7 in major crimes. Again, the concentration of incidents is disproportionate, and costs are extremely high.

NOISE PROGRAMS

A number of specific noise programs have also been undertaken over the past 10 years to attempt to solve the noise problem. Approximately \$1 million has been spent by the City for efforts specifically directed at noise abatement. These programs include:

- o Noise Monitoring. Partly due to a failure of Los Angeles International Airport to undertake a legally required noise monitoring program, the City developed a noise monitoring program to continuously monitor noise levels resulting from aircraft operations, identify appropriate operational noise abatement strategies and document their potential effectiveness.
- o Advocacy Program. The City maintained an effective advocacy program at the local, state and federal levels resulting in adoption of specific noise abatement strategies and input to noise abatement legislation at all levels. A key success in this effort was the identification and

eventual adoption of the night over-ocean approach program which has significantly decreased nighttime jet noise over Inglewood.

- o Legal Action. The City has successfully sought relief through the courts in filing actions to force LAX to deal with the impacts of jet noise on surrounding communities in its planning and construction programs.
- o Compatible Use Planning. The City has carried out a full environmental planning program with the main emphasis on solving the jet noise problem both through identification and analysis of operational strategies and through identification of land use compatibility strategies for remaining noise-impacted areas.
- o Interjurisdictional Cooperation. The City has worked closely with other noise-impacted jurisdictions around LAX and provided support and coordination in the efforts to reduce the effect of jet noise on all communities.

Although these programs have had some significant effects on reducing the noise impacts of LAX, and helping to maintain the living environment in those areas most heavily impacted, a much more coordinated effort is necessary to find a final solution to the jet noise problem in Inglewood.

THE PROPOSED STUDY

Interagency Aspects: The Inglewood Urban Noise and Community Revitalization Project is a partnership of federal, state and local agencies and the private sector that can, by combining resources, provide the programs necessary to revitalize the entire area within the 75 Ldn noise contour that lies within the jurisdiction of the City of Inglewood. This type of effort is the basic thrust of the President's urban noise initiative. The overall project involves major private commercial and industrial development, federal, state and local programs to recycle the most heavily impacted area into noise compatible uses and a variety of programs to help mitigate noise where recycling is not feasible. It is based on goals, objectives and strategies that have been identified over the long history of noise abatement planning in the City.

Strategy by Project Subarea: The study area has been broken down into three specific segments, each having different characteristics. The first segment involves the area along Century Boulevard south to approximately 102nd Street and may include the 65 Ldn area to the north as a target of development opportunity. This area would not contain any residential development but would primarily be commercial/industrial in nature. The area is currently in mixed use, and minor land recycling and expansion of existing noise-compatible uses could possibly be the primary method of solving the noise compatibility problem.

The second segment contains the area south of 102nd Street in the 75 Ldn contour area. This area is currently developed in high density residential use and will require a major recycling effort. Use of other programs such as soundproofing on the periphery of the highest noise impact area will also be considered. Operational changes at LAX may help to provide relief from the noise in this area as well.

The third segment is the area west of Prairie in the 75 Ldn contour which is lower density residential. Expansion of commercial/industrial uses into this area as well as soundproofing near the 65 Ldn contour area will be examined in reducing the noise problem.

Analysis of Implementation Options: The City will undertake a comprehensive implementation planning study to identify for each part of the study area the potential for alternative land uses and the suitability of sound insulation as a strategy. For each strategy and area, the feasibility of various implementation techniques; the legal, technical, economic and administrative aspects of implementation will be examined. Roles of local, state and federal agencies and the private sector will be identified for each strategy. Cost and funding sources will be identified.

Based on the strategies identified, a comprehensive implementation program including an organizational structure, schedule and cost breakdown will be developed.

Every effort will be made to coordinate all parts of the project through the Interagency Committee on Urban Noise. However, grant requests for project funding, which will be a natural outgrowth of this portion of the project, will be submitted independently for individual federal agencies.

Project Report: Finally, a document will be prepared which addresses all the various programs that can

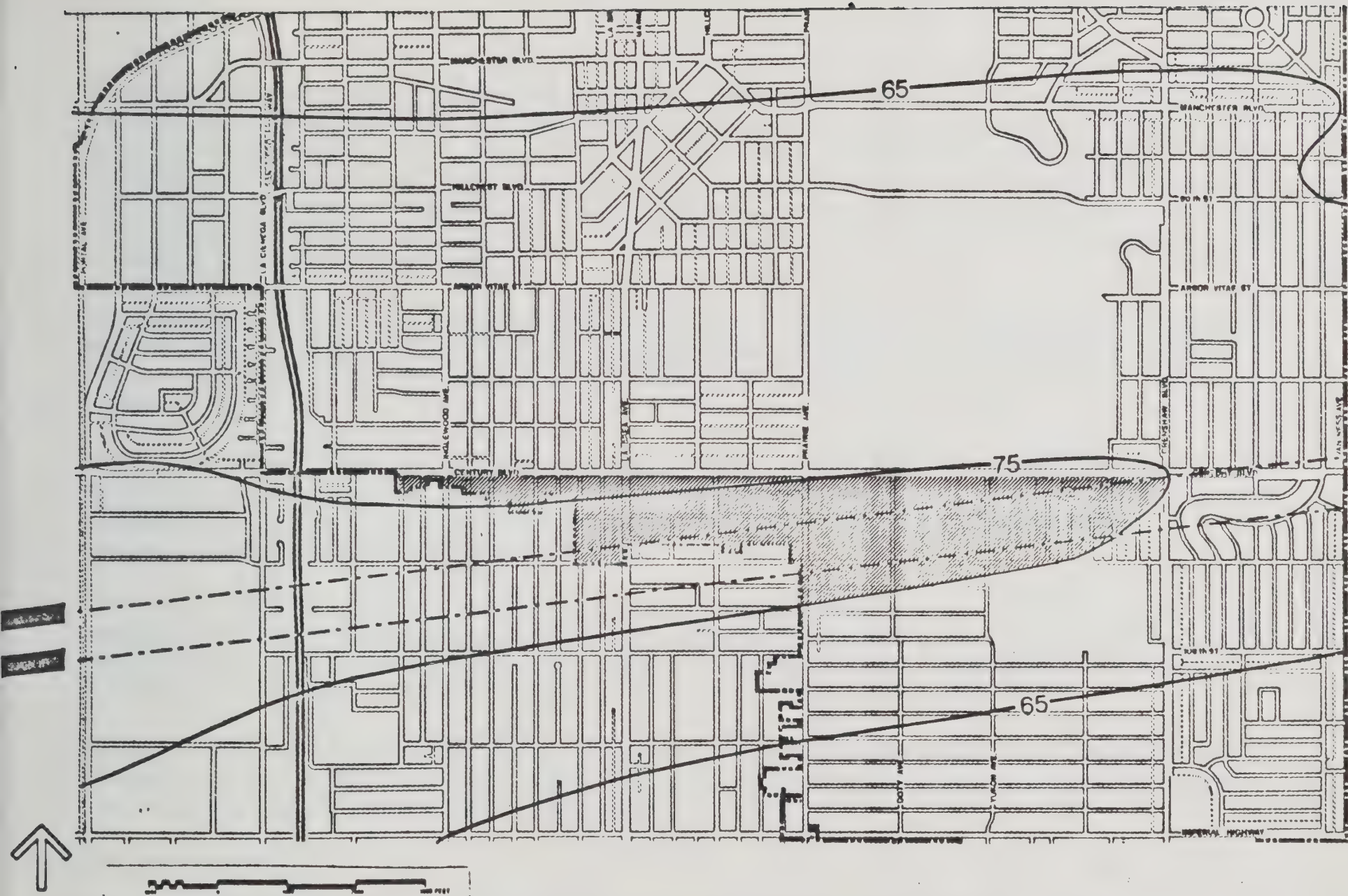


Figure 3. The Urban Noise and Community Revitalization Project area is illustrated on a more detailed map of the area in the approach pattern to Los Angeles International Airport. Noise levels are indicated in decibels in the day-night level (L_{dn}) scale. 75 decibels L_{dn} is high enough that even heavy sound insulation in construction is insufficient to make the indoor environment acceptable for living areas. Commercial use can be adapted satisfactorily to such noise levels in most cases.

be used to solve this type of an urban noise problem. This project report will document the City's previous noise abatement efforts, the analysis of operational noise abatement strategies, the City's comprehensive planning and redevelopment planning work and other steps leading to the selection of the specific project on which this study is based. The study report will review the available implementation techniques, agency responsibilities and funding sources. Thus the Inglewood Urban Noise and Community Revitalization Project will serve as a national demonstration of how land use compatibility can be achieved in a jet noise affected area.

Study Resources: It is the intent of the City to pursue all segments of the project in the entire study area and build the project on the targets of opportunity as they appear. Specific interest for major private development in the area has already been shown. This reflects a high level of support for the project.

The City of Inglewood proposes to commit major resources to the project. This would include use of Community Development Block Grant and general revenues, providing ongoing staff to carry out the various elements of the project, and use of its governmental authority to establish the new entities and financing tools necessary to complete the project.

The EPA has committed \$25,000 to assist in the noise planning effort. A preliminary commitment has been obtained from the Los Angeles Department of Airports from an FAA-funded Airport Noise Control/Land Use Compatibility (ANCLUC) planning study for an additional \$25,000 to assist in the planning study, and \$25,000 in City Community Development funds are available for project planning.

The City of Inglewood Redevelopment Agency will establish a redevelopment project area which will allow the agency to use various forms of financing to facilitate recycling and other elements of the project, and to use the power of eminent domain if necessary.

THE PROJECT PROCESS

The Inglewood Urban Noise and Community Revitalization Project process is shown on the chart below. It involves close coordination between a number of agencies including the Interagency Committee on Urban Noise, Los Angeles International Airport, the City of Inglewood and the private sector.

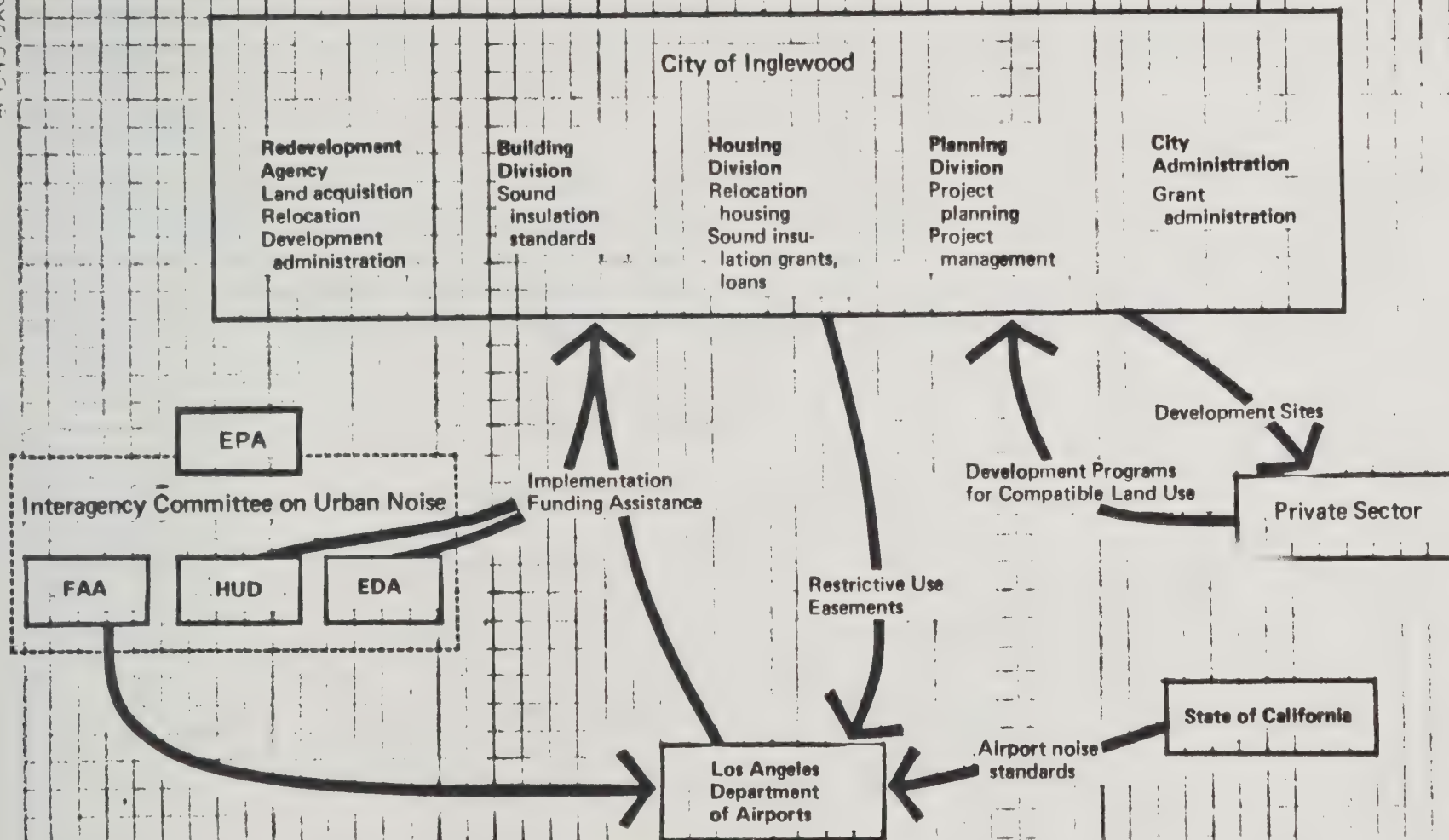


Figure 4. Some of the potential relationships that may exist in the implementation of the Urban Noise and Community Revitalization Project are illustrated. The study will identify potential implementation devices and funding sources from a legal, technical and administrative standpoint to develop an overall implementation program for the project.

By involving these various agencies in the planning process, a coordinated project will result that can solve the jet noise problem in Inglewood. The environmental review portion of the process is an example of how this coordination can work by developing one environmental impact statement that addresses all the concerns of all the involved agencies. Once this portion of the process is completed, grant applications for funding the elements of the project can be made and the project implemented.

PROJECT BUDGET

The following budget indicates the estimated costs and development value involved in the Inglewood Urban Noise and Community Revitalization Project. These figures include the range of various programs that may be undertaken to solve the jet noise problem. Grant requests to make up portions of the public costs will be requested from such agencies as HUD, EDA and FAA. Local revenues will be used whenever possible and other resources will be identified through the planning process.

PROJECT BUDGET

Planning Process	\$200,000
Implementation Process	
Public project costs	\$30,000,000
Private project costs	<u>220,000,000</u>
Development Value	\$ 250,000,000

CONCLUSION

The results of completing the Inglewood Urban Noise and Community Revitalization Project should be significant and should have maximum benefits for everyone involved in the project.

- o The City of Inglewood will take a major step in solving a serious noise problem - the deterioration of a residential area due to jet noise - while gaining new commercial/Industrial development that will be a significant asset to the community's economic well-being by providing sizable new revenues and an estimated 3000 jobs for City residents. Many persons currently living under intolerable noise conditions will find housing in an improved noise environment.
- o The various programs will encourage new noise-compatible uses to locate within the noise affected area, will aid existing commercial/Industrial enterprises in expanding their facilities while maintaining compatibility with surrounding land uses, and will assist existing residential uses, where feasible, to improve their existing noise environment through soundproofing and other noise attenuation programs.
- o The Federal government will complete a nationally significant noise project through the coordinated use of the various federal agencies. The demonstrated success of completing the Inglewood Urban Noise and Community Revitalization Project will demonstrate that neighborhood areas blighted by urban noise can be revitalized through proper land use planning and control of noise sensitive land uses.

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